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FIRST COUNTRY COOPERATION FRAMEWORK FOR BARBADOS (1997-1999)

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 2	2
I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE	3 - 11	2
II. RESULTS AND LESSONS OF PAST COOPERATION	12 - 14	4
III. PROPOSED STRATEGY AND THEMATIC AREAS	15 - 22	4
IV. MANAGEMENT ARRANGEMENTS	23 - 26	7
A. Execution and implementation	23	7
B. Monitoring and review	24	7
C. Resource mobilization	25 - 26	7
Annex. Resource mobilization target table for Barbados (1997-1999)		8

INTRODUCTION

1. The first country cooperation framework (CCF) for Barbados outlines the programme for technical cooperation between the Government of Barbados and UNDP for the period 1997-1999. It is the result of UNDP consultations with the Government, United Nations agencies and the larger donor community. In particular, it reflects ongoing consultation with the Office of the Prime Minister on UNDP cooperation in the elaboration of a Plan for the eradication of poverty in Barbados.

2. It is also informed by the Government's 1993-2000 Development Plan, its Medium Term Macro-Economic Strategy 1996-1999, and other policy documents, such as the White Papers on public sector reform and on education reform, which outline the thrust of Barbados' development goals, objectives and strategies. It takes into consideration United Nations resolutions to which the Government is a party, as well as the plans of action emanating from the recent United Nations World Summits on Development.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

3. Barbados is a Small Island Developing State (SIDS) with a limited natural resource base. It has a total land area of 430 sq km and an exclusive economic zone of 167,000 sq km. According to the latest population census held in 1990, the population was 260,491, which was estimated to have grown to 264,400 by 1995.

4. Barbados entered into a Stabilization Programme in 1990-1991 to counter difficulties experienced in the 1980s. As a result, the recession deepened and unemployment increased. Gross domestic product (GDP) fell by 4.3 per cent per annum between 1990 and 1992, but resumed growth in 1993 by slightly less than 1 per cent. GDP then rose by 4 per cent in 1994, and 5.2 per cent in 1996 as renewed confidence stimulated significant new investment, especially in the tourism sector. The average unemployment rate which was 25.1 per cent in 1992, had declined to 14.5 per cent by 1996. Per capita income increased from US$ 5,686 in 1990 to US$ 6,001 in 1995.

5. While Barbados has been able to halt its recession, and its unemployment rate has declined, unemployment rates are still high for the 15-24 age group (39 per cent), and for the 25-39 age group (38.7 per cent). Moreover, the United Nations Children's Fund (UNICEF) estimates that by 1995, poverty affected at least 20,000 Barbadians (7.5 per cent of the population), while rural poverty is estimated to be higher. In addition, the infant mortality rate which was 13 deaths per 1,000 live births in 1992, fell to below 10.0 per thousand in 1994, but rose again to 13.2 per thousand in 1995.

6. Despite progress in the area of human development, as exemplified by a human development index ranking of 25 in 1996, there is clear recognition of growing problems such as poverty; HIV/AIDS especially among youths; human resource gaps, especially in the 15-24 age group; and sustainable management of

the country's fragile ecosystem. The preliminary findings of a survey of attitudes and perceptions of Barbadian youth carried out by the Institute of Social and Economic Research in 1992-1993 indicated a sense of hopelessness, despair and powerlessness among the sample of 15 to 24-year-olds, and a generalized sense of apathy and disaffection with mainstream social institutions. These problems must be tackled if the Government is to maintain this level of human development.

7. Social planning in Barbados has been guided by two major principles: the need to enable every citizen to participate equally and fully in the socio-economic life of the community, and the need to improve the quality of human capital. Currently, the social sectors account for 38.5 per cent of overall expenditure, with the major share going to the environment, followed by education. Investment in health care has yielded particularly impressive returns. In 1995, life expectancy at birth was 77.9 years for women compared to 67.7 years in 1960, and 72.9 years compared to 63.4 years for men in 1960.

8. With respect to gender concerns, the Government has developed a National Policy Statement on Women (1995) for the development and implementation of strategies and measures for the fuller integration of women in the development process and for the achievement of gender parity in Barbados.

9. The protection and management of its environment is crucial to the economy of Barbados since its major economic sectors, especially tourism, are heavily dependent on the island's physical and natural resources. In recent years, degradation of the environment has manifested itself in the form of soil erosion, coastal erosion, marine and water pollution, destruction of coral reefs, hazardous substance disposal, and destruction of rare flora and fauna. To address these problems, the Government is proposing a comprehensive approach to environmental management which will include legislation, together with an inter-sectoral approach to planning, and a participatory approach to coastal and marine conservation matters. A comprehensive programme, in keeping with the SIDS Plan of Action, has been initiated and includes a solid waste project, the South West Coast Sewerage Project, and the establishment of a Sustainable Development Commission initiated under the Capacity 21 Project.

10. Barbados has a long reputation for sound and efficient governance, both with respect to its organs of popular participation, as well as with respect to public administration. The public service, is however, in need of modernization and rationalization. The draft White Paper on public sector reform identifies specific problem areas to be tackled. The Government has already restructured the Ministry of the Civil Service and established a Management Services Unit to assist in human resource and organization control and efficiency. In addition, the Government is committed to a strong policy of privatization to reduce the scope of its operations in commercially-oriented enterprises.

11. Since independence, successive Governments have accorded a high priority to human resource development. The major challenge confronting the Government is to maintain its level of human development in the face of increasing costs of development financing. Thus, the Government's primary objective for the period 1996-1999 is growth with equity, a substantial reduction in the level of unemployment, and the alleviation of poverty. The Government's strategy is to

achieve an annual real rate of output growth of not less than 3 per cent, based primarily on tourism, and the export of goods and international services, while strengthening the linkage between education and the world of work, and consolidating and maintaining health care by relying heavily on community participation. Central to the success of this strategy are the improvements in the capacity of the public sector to deliver the support services required by the private sector, and the continued development of a highly skilled labour force through training and the introduction of curriculum reforms.

II. RESULTS AND LESSONS OF PAST COOPERATION

12. It should be noted that Barbados attained the status of a net contributing country in 1991 at the beginning of the fifth cycle. Due to the Stabilization Programme in 1991, it was agreed that the fourth country programme (1987-1991) would be extended. As a result, the fifth country programme for Barbados did not begin until April 1995, three years into the fifth cycle.

13. Given the attenuation of the programme, indicative planning figure resources earmarked for the Barbados country programme were not fully drawn down during the fifth cycle and a mid-term review was not carried out. Interventions were small and mostly strategic in nature, and were targeted mainly at capacity-building in the areas of environmental management and public sector management development. Projects in public sector management development targeted the Ministry of Civil Service, which is the primary agent of change in the critical process of public administrative reform, and included training for upper level management at the Masters level, introduction of computerized information management systems, and methodologies for assessing productivity in the public sector. Activities in environmental management included disaster management and benefited from the United Nations Centre for Human Settlements/Caribbean Community regional project.

14. Barbados, as a middle income developing country has requirements for development cooperation that are far beyond the scope and capacity of UNDP resources. The main lesson learned during the fifth cycle was that UNDP can maximize the impact of its limited resources by focusing on small strategic sustainable human development interventions, and by channelling assistance through regional or subregional programmes. UNDP can play a significant role in the implementation of projects and programmes funded by the International Financial Institutions because of its neutrality, access to a large international pool of technical expertise, and its cost-effectiveness as a development partner.

III. PROPOSED STRATEGY AND THEMATIC AREAS

15. The funding available to Barbados under the next programme cycle is limited (see annex). Therefore, UNDP strategy will be, in collaboration with the Government, to identify strategic areas of intervention and to leverage additional resources for these interventions. UNDP will support the identification and design of innovative projects geared towards the mobilization of domestic resources and the attraction of complementary funding from other

United Nations agencies and national and external partners working in social development. In particular, UNDP will seek to foster strategic alliances with non-governmental organizations (NGOs) and community-based organizations and between the Government and these stakeholders.

16. In view of the Survey of Poverty and Income Distribution (1996) carried out by the Inter-American Development Bank, and taking into account the growing problems in Barbados which centre around poverty, UNDP collaboration will focus on catalytic, high-impact interventions in the area of poverty alleviation. On the basis of consultations with the Government, this thematic area will be addressed within the framework of a broad programme of strategic support to public sector management development for social development and poverty alleviation. Action will be concentrated around national action plans for the alleviation of poverty within the framework of the United Nations Decade for the Eradication of Poverty, and around the accords and recommendations reached at the successive United Nations global conferences, particularly the World Summit on Social Development (WSSD), the International Conference on Population and Development, the Fourth World Conference on Women, and Habitat II.

17. The Government has committed $BDD 10 million per annum to activities in this area over the next five years, and in collaboration with UNDP, has undertaken to elaborate a Plan of Action for the eradication of poverty. The major focus of the Plan is to make recommendations for the organization and implementation of a social investment funding scheme, drawing on the experiences of other countries. These will take cognizance of the recommendations of the WSSD, the Directional Plan for Poverty Reduction in the Caribbean developed at the Ministerial meeting on poverty reduction hosted by the United Nations Economic Commission for Latin America and the Caribbean in November 1996, and the efforts by the Pan-American Health Organization (PAHO) to mobilize resources for national consultations on health and poverty. The Government has already budgeted $BDD 10 million in the estimates for 1997: $BDD 4 million of this will be allocated to the provision of safety nets for the poor while $BDD 6 million has been allocated to the social investment funding scheme.

18. UNDP will coordinate the activities to elaborate the Plan which will include the preparation of a discussion paper on the major issues; the development of poverty profiles and poverty mapping at a parish level; utilizing the technical cooperation among developing countries modality, a study tour by government officials and a representative of an NGO to Latin American countries to examine the operations and technical difficulties of social investment funding schemes; and a policy roundtable to clarify technical issues, help to define future strategies for the fund, and assist in determining criteria for the administration of the funding scheme. The stakeholder consultations at the parish and national levels will not only ensure transparency and ownership, but will also assist in identifying priorities for the scheme and for targeting special groups.

19. The main output of these activities, and the major output in the first year of the CCF, will be a documented Plan of Action for the eradication of poverty in Barbados. The remainder of the CCF period will be devoted to management of the Plan. Direct interventions in poverty reduction will be guided by the outcome of the living standards survey being carried out by the Statistical

Department. However, UNDP proposes that part of the poverty alleviation strategy should be focused on formulating appropriate training and remedial programmes for youth aimed at providing sustainable livelihoods. A measure of the success of the exercise will be the extent to which the Government, facilitated by UNDP, is able to mobilize additional resources for the investment funding scheme and the implementation of the Plan.

20. The Government has pointed to the need within the public service for institutional strengthening in the areas of project management, policy formulation, analysis and evaluation so that administrative officers become better equipped to deal with all aspects of poverty eradication and with mitigating the negative impact of poverty on vulnerable groups. UNDP will focus on a programme of generalized training for the management of poverty alleviation programmes which will include training of personnel in both the public and NGO sectors. In the area of public sector management development, inter alia, assistance will be given to strengthening the Ministry of Labour, Community Development and Sports which is responsible for social development in Barbados. UNDP will work directly with the ministry in areas of poverty alleviation, in raising public awareness, and in ensuring that projects and programmes reflect the decisions reached at the WSSD and other United Nations global summits and, more specifically, the Directional Plan endorsed at the recent Caribbean Ministerial Meeting on Poverty Eradication. UNDP also plans to explore the possibility of launching a National Human Development Report which would serve to highlight the critical areas of need and assist the Government in developing the requisite benchmarks, monitoring tools and impact assessments, particularly with respect to special groups among the population.

21. This thematic area is also seen as a priority by agencies of the United Nations system and their development partners, and an inter-agency approach will be pursued by UNDP and the agencies of the United Nations system, in collaboration with other multilateral and bilateral agencies and national social partners working with the Government in this area. In keeping with its mandate, UNDP through the Resident Coordinator system, has initiated with the United Nations agencies a project for coordinated programming of the agencies of the United Nations system for the eradication of poverty in the countries served by the Barbados Country Office. PAHO and UNDP are collaborating on a subregional project on managing and financing health to reduce the impact of poverty in the Caribbean. Discussions are to be held with the United Nations Development Fund for Women on formulating a strategy to eliminate violence against women. Social workers will receive training in counselling skills in the area of HIV/AIDS at the community level through the auspices of a UNAIDS counsellor to be located in UNDP. The Caribbean Development Bank has agreed to mount a course for the Ministry of Labour, Community Development and Sports and its associated agencies on project management, specially tailored for the ministry. Thus, UNDP limited resources will be utilized to enhance the impact of its poverty alleviation programmes through collaboration, to leverage available funds during the CCF period, and to mobilize additional resources for institutional strengthening in the area of social development and sustainable human development.

22. The measurement of human resources development has both quantitative and qualitative aspects. The efforts in this area will result in an increased sensitivity to poverty issues and to the vulnerable groups affected by poverty,

together with an improved, cost-effective management of poverty alleviation projects and programmes. An important measurement will be the extent to which the programme reaches the poorest sectors of society and youth.

IV. MANAGEMENT ARRANGEMENTS

A. Execution and implementation

23. As with the last country programme, national execution will be utilized to maximize national ownership and participation at the country level. Involvement will also be sought from United Nations agencies, regional organizations, and national NGOs as part of the thrust for capacity-building on the management and coordination of external technical assistance in the area of poverty alleviation. While counterpart support capacity is relatively strong in Barbados, it may be necessary to undertake some training in collaboration with the agencies and NGOs in poverty targeting and project cycle methodology.

B. Monitoring and review

24. The CCF will be subject to standard UNDP periodic reviews, including project annual reviews and in-depth evaluations, biannual impact assessments, progress reports and in-depth triennial reviews. A joint programme management committee, including representatives from Government, UNDP and key donors, will review the inputs, contents and progress of the programme on a six-monthly basis. Overall, efforts will be made to ensure greater participation of all stakeholders at the country level in the review process, especially regional organizations, United Nations agencies, funding agencies and NGOs, as part of the thrust for capacity-building in the management and coordination of external technical assistance. Benchmarks will be established to facilitate monitoring and assessment of the overall impact of UNDP-supported interventions.

C. Resource mobilization

25. The UNDP resource mobilization challenge is to utilize the small core resources as seed capital to attract additional funds from the Government and other partners to support large-scale interventions in the proposed sustainable human development thematic area of poverty alleviation. UNDP will play both a coordinating and a supporting role in the administration of the social investment funding scheme under the national execution modality. UNDP will facilitate access to resources other than government funds. In this regard, it will play a collaborative role with other agencies in defining the areas of need, formulating a strategy for mobilization of resources, and for addressing the clear areas of need that will emerge from the development of the Plan.

26. The resource mobilization target table presented in the annex reflects the total core and non-core resources that are expected to be available to support the UNDP programme from 1997-1999. In addition, the policy roundtable which finalizes the Plan will serve both as a means of sensitizing agencies to the need for resources and for mobilizing resources from them to fund the activities of the Plan.

Annex

Resource mobilization target table for Barbados (1997-1999)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	377	
TRAC 1.1.1	88	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	-	
Subtotal	465[a]	
NON-CORE FUNDS		
Government cost-sharing	3 000	
Sustainable development funds	40	GEF
Third-party cost-sharing	-	
Funds, trust funds and other	-	
Subtotal	3 040	
TOTAL	3 505[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = global environment facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.